





# ANNUAL REPORT OFFICE OF PROFESSIONAL STANDARDS NORFOLK POLICE DEPARTMENT

FY 2014

Partnering to provide a safe environment for communities, businesses, and visitors to the City of Norfolk.



#### THE NORFOLK POLICE DEPARTMENT AND OUR COMMUNITY

#### THE NORFOLK POLICE DEPARTMENT 2014

EMPLOYEES: 848

**SWORN: 754** 

CIVILIAN: 94

Male: 90.4%

FEMALE: 9.6%

WHITE: 74%

BLACK: 16%

HISPANIC: 5.6%

ASIAN/PACIFIC ISLANDER: 3.7%

AMERICAN INDIAN: .37%



### OUR COMMUNITY 2014

JURISDICTION SIZE: 54.12 SQUARE MILES

JURISDICTION POPULATION: 246,139

MALE: 52%

**FEMALE: 48%** 

WHITE: 44.3%

BLACK: 42.8%

HISPANIC: 7.3%

ASIAN/PACIFIC ISLANDER: 3.7%





The Norfolk Police Department works with the community to build strong relationships and partnerships based on trust, respect, and professionalism. Committed to the principles of justice and freedom set forth in the Constitution and its amendments, the protection of each individual's safety and civil rights is at the core of the oath that police officers take at the outset of their careers. Policing by its nature is complex. Policing successfully requires both internal and external trust in the department's procedures and policies. The vast majority of Norfolk's police officers are good people doing a difficult

job to the best of their ability. On the best of days, the actions they take may rightfully come under the scrutiny of the community in which they serve. Transparency and open communications are essential to ensuring legitimacy and effectiveness. Both the department's officers and the community must have confidence that investigations are conducted without bias, proper discipline is applied, and appropriate corrective actions are taken.

The department has a strong self-policing process that facilitates community and individual reporting of concerns and complaints. It guides supervisors in making fair and impartial disciplinary decisions that firmly uphold the values and expectations of the department. The department is also firmly committed to seeking ways to improve.

This report is a tool that will assist in identifying behaviors and trends upon which to focus and fine tune departmental policies, training, and discipline. Recognizing that complete information cannot always be released without compromising an investigation or hindering the department's mission of preventing crime and promoting community safety, the information contained in this report will be used to improve performance, reduce risk, enhance legitimacy, and foster trust both internally and externally. This report will help in the evaluation of the department's processes for handling internal and external complaints effectively and ensure that relationships within and outside of the department are legitimately based on trust, respect and professionalism.

Michael G. Goldsmith Chief of Police



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#### **GUIDING PRINCIPLES**

#### **OUR MISSION**

The Norfolk Police Department shall provide protection and police service responsive to the needs of the people of Norfolk.

#### **OUR VISION**

To provide a safe environment for communities, businesses, and visitors to the City of Norfolk.

#### **OUR PHILOSOPHY**

It is the Norfolk Police Department's philosophy to deliver public safety and law enforcement services to the citizens of Norfolk using the community oriented policing and community oriented government philosophy, that encourages citizens to not only obey the law but to also become partners in sharing the effort necessary to prevent crime. As a department, it is essential that officers assume highly visible pro-active roles within their assigned communities and develop effective relationships with community and city leadership.



#### THE COMPLAINT PROCESS

The Norfolk Police Department encourages both citizens and co-workers to report complaints of inadequate police service or police misconduct. Every reasonable effort is made to facilitate the convenient, courteous, and prompt receipt and processing of complaints. When a complaint is received by the Office of Professional Standards (OPS) staff, it is assigned a non-revocable control number in the records management system (RMS) and assigned to an OPS sergeant for investigation. The RMS permanently captures all elements of a complaint at any and all stages of the process and the information in the system can never be fully deleted, even if a complaint is later withdrawn by the complaining party. Therefore, there is always a record of the complaint. The RMS also has the ability to track and maintain data that is pertinent to analyzing statistics.

Complaints may be accepted in person, by email, in writing, or by telephone using one of the below options, and can be reported anonymously.

- Fill out the <u>compliment</u> or <u>complaint</u> form on line www.Norfolk.gov.
- Report the incident to an on-duty police supervisor by phone or at any police facility.

Police supervisors are available 24 hours a day, seven days a week. To request to speak with a police supervisor by phone regarding an allegation of misconduct, call (757) 441-5610.

 Report the incident directly to the Office of Professional Standards at (757) 664-6159.

While it will generally be obvious when a complaint alleges misconduct on the part of an employee, complaints concerning inadequate service or improper procedures may sometimes be more difficult to identify. In many instances, a citizen may be merely requesting information or clarification of a policy or procedure. In such cases, the citizen is given a thorough explanation of the procedures which prompted the inquiry. Because of the fine line that occasionally exists between complaints and inquiries, the concern is submitted as a complaint and handled accordingly to resolve any uncertainty.



The Police Department has no jurisdiction to resolve issues in criminal cases which can only be decided by a court. In such cases, if the citizen still desires to file a complaint of the above nature, the complaint is taken and the complainant advised that no action can be taken regarding the complaint until all pending charges have been adjudicated in court.

#### **VIOLATIONS OF CRIMINAL LAW**

Alleged or suspected violations focusing on criminal matters will be investigated by the appropriate criminal investigative command, and then forwarded to the Office of Professional Standards for an administrative investigation of the criminal allegation(s). The criminal investigation itself or the core facts are reviewed with the City Attorney, who makes the determination whether or not to prosecute the employee.

#### **OTHER INVESTIGATIONS**

Using the same investigative process outlined on page 5, the police department supervisors conduct inquiries into all use of force incidents, vehicle pursuits, and police vehicle accidents.



TABLE OF COMPLAINT CATEGORIES		
CATEGORY	SUB-CATEGORY	
EXCESSIVE FORCE AND/OR ABUSE OF AUTHORITY (Investigated only by OPS)		
<b>FIREARMS</b> (Investigated per Review Board guidelines in General Order OPR-410 Deadly Force Incidents)	<ul><li>Discharge of firearms</li><li>Discharge involving injuries</li><li>Discharge involving death</li></ul>	
ALLEGED FELONIES OR MISDEMEANORS COMMITTED BY A POLICE OFFICER OR CIVILIAN PERSONNEL (Investigated criminally by the Investigative Services Bureau)		
CONDUCT	<ul> <li>Ethnic Slurs (Investigated only by OPS)</li> <li>Bias based policing (Investigated only by OPS)</li> <li>General discourtesy or rudeness</li> <li>Abusive and/or insulting language</li> <li>Other Civil Rights violations to include but are not limited to rights such as free speech, free assembly, provision of medical treatment for prisoners and other rights secured to citizens by state or federal constitution or laws (Investigated only by OPS)</li> <li>Harassment</li> </ul>	
OPERATIONAL PROCEDURES	<ul> <li>Missing Court</li> <li>Lost equipment/departmental</li> <li>Lost citizen's property</li> <li>Failure to provide police services</li> <li>Paperwork</li> <li>Dress and personal appearance</li> </ul>	

*Figure 1* Outlines complaint categories and which division is responsible for investigating them.



#### THE INVESTIGATION PROCESS

The Office of Professional Standards (OPS) is responsible for tracking and maintaining files for all complaints. Investigators also act as a resource and consultant for other police commands handling complaints internally.

The Commanding Officer of OPS is responsible for overseeing the internal administrative investigative process. Investigations are conducted by one of the Sergeants assigned to the Office of Professional Standards. The investigative process includes:

- Interviewing and obtaining a statement from the complaining party
- Interviewing and obtaining a statement from relevant witnesses
- Obtaining all physical, documentary or photographic evidence
- Obtaining reports or other material related to the complaint and the action of the employee
- Reviewing all statements and evidence for preparation prior to interviewing the accused employee
- Interviewing and obtaining a statement from the accused employee
- Compiling all statements and relevant material into a case file, including a summary of the evidence and events surrounding the complaint.

If it is determined that the complaint is clearly unfounded, the investigation is terminated and the evidence justifying the termination of the investigation is forwarded to the Chief of Police.



### CASE ADJUDICATION

After an investigation is completed, the case folder is forwarded to the accused employee's Commanding Officer for his/her evaluation and recommendations.

The Commanding Officer's evaluation and recommendations are to be submitted to OPS within fifteen days. The Commanding Officer of the accused employee will recommend the complaint be classified as follows:

- **Unfounded**: Allegations are false or not factual, no basis in fact.
- **Exonerated**: Incident occurred but was lawful and proper.
- <u>Unsubstantiated</u>: Insufficient evidence to prove or disprove the allegation.
- **Substantiated**: The allegation is supported by sufficient evidence.
- <u>Misconduct not based on the complaint</u>: Investigation disclosed misconduct that is not part of the original complaint.

The Commanding Officer's recommendation is then forwarded to OPS, who will provide the case file with the Commanding Officer's recommendation to the appropriate Assistant Chief of Police for approval. The investigation and recommendations are then submitted to the Chief of Police for final approval.

Complainants are notified of the complaint status in writing by the investigating Commanding Officer of the status of their complaint when a final determination has been made by the Chief of Police. In the event of any investigation delay of more than one month, the complainant will be notified of the status of his/her complaint



#### DISCIPLINARY ACTION

Disciplinary action is administered only when an allegation of misconduct is substantiated. Personnel who are found to have violated Departmental orders, directives, policies, or procedures may be subject to disciplinary actions that include the following:

- 1. Written Reprimands
- 2. Suspensions
- 3. Demotions
- 4. Dismissal

Additionally, training and counseling, which are positive and constructive methods of improving employee productivity and conduct, can be provided as an alternative to disciplinary action in appropriate situations.

Employees do have the right to the grievance process when any disciplinary action is taken against them. The appeal of disciplinary action may be pursued through one of the following established procedures:

- 1 A grievance under the City of Norfolk Employee Grievance Procedure.
- An appeal to the Norfolk Police Fire Trial Board under Section 63 of the Charter of the City of Norfolk.
- An appeal to a departmental panel under the Law Enforcement Officer's Procedural Guarantees Statute, State Code §9.1-500 through 9.1-507.

#### OVERVIEW OF 2014 COMPLAINTS

The Norfolk Police Department understands the importance of statistical analysis in the process of rigorous self-assessment. This report focuses specifically on the areas where we investigate and assess ourselves, citizen complaints, use of physical force, pursuits, police vehicle accidents, and employee injuries. By examining these statistics and comparing them to previous year's numbers, we can identify patterns of performance and respond by targeting our training and policies to address the identified trends.

Publishing this report is one of the ways we can demonstrate our commitment to transparency in our interactions with the public we serve. We believe that by providing this information, it will allow the community to evaluate our performance, to build confidence, and maintain your trust in the Department.

#### POLICE-CITIZEN INTERACTION

COMPLAINTS PER CALLS FOR SERVICE			
	2013	2014	
Calls for Service (CFS)	260,340	246,746	
Citizen Complaints	160	159	
Substantiated Complaints	21	12*	
Complaints per CFS	.06%	.06%	
Substantiated Complaints per CFS	.008%	.004%	

**Figure 2** Reflects the extent of interactions that involve employee misconduct, compared to the number of citizen complaints and the total number of calls for service in 2013 and 2014. This chart shows the number of complaints in comparison to the calls for service. \*The ratio of substantiated citizen complaints does not include cases waiting to be adjudicated as of the publication of this report.



#### CITIZEN AND INTERNAL COMPLAINTS



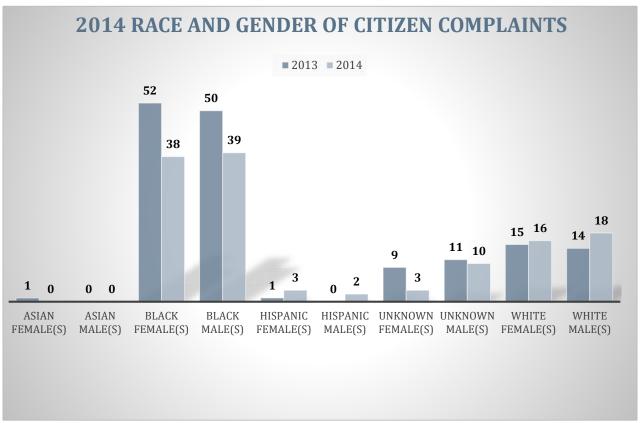
**Figure 3** The total number of citizen-initiated and internal complaints decreased in 2014 from 380 to 310 as compared to the previous year. Internal complaints consist of Administrative Investigations, Command Handled Investigations, and Chief of Police Inquiries. All investigations involve conduct violations. \*The ratio of substantiated citizen complaints does not include cases waiting to be adjudicated as of the publication of this report.

#### NATURE OF COMPLAINTS AND ALLEGATIONS

MOST COMMON ALLEGATIONS		
<b>Conduct Violation</b>	2013	2014
Abusive/Insulting Language	3.8%	5.6%
Biased Base Policing	4.9%	4.8%
Civil Rights/Improper Arrest	2.6%	6.7%
Civil Rights/Improper Search	3.8%	5.9%
Excessive Force	21.1%	14.3%
Fail to Provide Police Services	4.5%	8.7%
False Statements/Perjury	4.3%	2.8%
Harassment	6.2%	5.6%
Rudeness	22.5%	17.1%
Missing Court	20.8%	13.7%
Alleged Criminal Involvement	0.9%	2.0%
Reporting for Duty	4.5%	12.8%

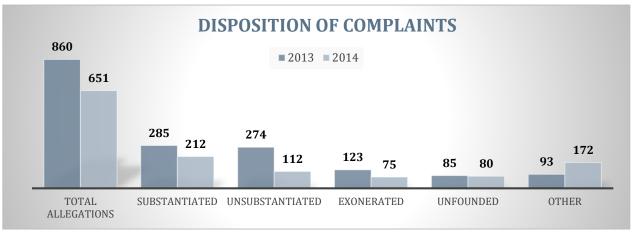
**Figure 4** List of conduct rules that comprise the most frequent citizen complaint allegations of employee misconduct. One complaint may consist of multiple allegations against one or more employees.

#### RACE AND GENDER OF COMPLAINANTS



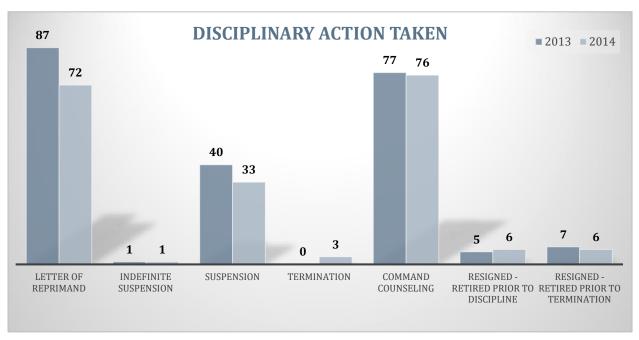
**Figure 6** We examine the race and gender of complainants to reveal possible trends which may indicate unfair or preferential treatment. By tracking this information, the department can identify long term trends and develop strategies to help improve employee interactions with distinct population groups.

#### **DISPOSITION OF COMPLAINTS**



**Figure 7** Since complaints may contain multiple allegations of misconduct, each allegation is investigated, reviewed and adjudicated. As a result, the number of dispositions significantly exceeds the number of complaints. In 2014, 310 complaints involved 651 misconduct allegations.

#### **DISCIPLINARY ACTION**



**Figure 8** The Chain of Command decides the appropriate discipline based on the Norfolk Police Department's General Order ADM-220 Disciplinary Procedures. No officers were demoted in 2013 and 2014.



#### USE OF FORCE

The term "use of force" applies when an officer is required to use a firearm, baton, chemical agent, K-9 dog, or any other physical means to carry out a law enforcement function or restrain a prisoner, other than the routine use of handcuffs and/or hands to hold, guide or lead a prisoner. Only that force reasonably necessary to successfully accomplish legitimate police functions is authorized. Officers are prohibited from using any weapon or object to intentionally strike another in the head, face, neck, throat, or to effect a choke hold. The use of any force that exceeds that which is "reasonably necessary" is considered excessive.

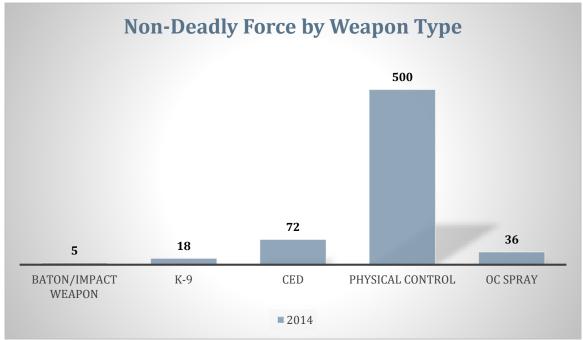
Department members may use physical force to effect an arrest, prevent an escape, overcome resistance, or to defend themselves or a third party from injury or death. The type and degree of force used must be reasonable based upon the facts of the situation. Attempts should be made to achieve the control required to effect arrests and ensure both officer and public safety. However, in situations where physical resistance or a threat of harm is encountered, and reasonable alternatives have been exhausted or would clearly be ineffective, physical force may be used.

It is important to note that there are circumstances where officers may use *whatever* means, methods, instruments, or techniques which are immediately available, as outlined in the following statements:

- To defend and protect oneself or another when the officer reasonably believes that he or she or another person is in imminent danger of death or serious physical injury. Serious Physical Injury is defined as a physical injury that creates a substantial risk of death, causes serious permanent disfigurement, or results in long-term loss or impairment of the function of any bodily member or organ.
- To apprehend a fleeing felony suspect when the officer has reasonable belief based upon personal knowledge of the offense involved and the surrounding circumstances to believe that the suspect has committed, attempted to commit, or is committing a felony offense involving use of violent physical force against a person; and the suspect poses an imminent threat of death or serious physical injury to the officer or other person(s).



Every Use of Force is required to be fully and accurately reported by the involved officer. The incident will then be reviewed by the officer's Commanding Officer who must determine if the use of force complied with Departmental Policies and training standards. If the Commanding Officer is not satisfied that the use of force was within policy he, will indicate so and an internal investigation is initiated.



**Figure 9** Some use of force reports indicate more than one weapon type used resulting in weapon type totals exceeding the number of reports. In 2014, 615 reports contained 631 non-deadly weapon types.



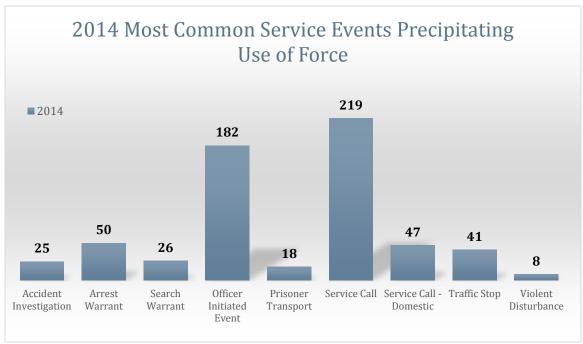
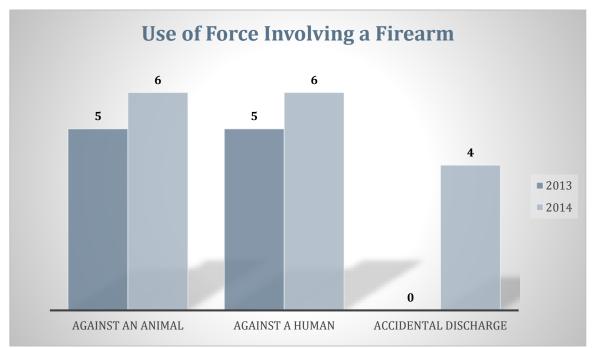


Figure 10 Most common events precipitating uses of force.

#### USE OF DEADLY FORCE

Any use of force resulting in serious physical injury or death, or alleged felonies or misdemeanors related to the use of force, are required to be thoroughly investigated by the Detective Division. The Office of Professional Standards will conduct a parallel administrative investigation. These investigations are reviewed by the Chief of Police and forwarded to the Commonwealth's Attorney who has the final authority to decide if the use of force was justified, and if not, whether to indict and/or prosecute. The Chief of Police may turn any critical incident involving deadly force over to an independent outside agency for investigation.

In 2014, six of the 16 events involved discharging a firearm against a person. Three of those events resulted in fatalities. Four events involved accidental discharges. Figure 11 shows the number of incidents where employees discharged their firearms during 2013 and 2014.



**Figure 11** In 2014 there were 16 firearm discharges, a 60% increase from 2013 where only 10 firearm discharges were reported.

The Department recognizes that Critical Incidents can have a powerful physical and psychological impact on the officers involved. An officer directly involved in a use of force resulting in death will be removed from street duty pending the conclusion of all criminal and administrative reviews. An officer directly involved in a shooting or other use of force resulting in serious physical injury may be removed from street duty assignment at the discretion of his Commanding Officer, pending the conclusion of all administrative reviews. Additionally, officers involved in these critical incidents are referred as soon as it is practical for critical incident debriefing via the department's designated clinician and, if necessary, psychological counseling and/or treatment.

#### USE OF FORCE PER CALLS FOR SERVICE

To gain perspective on the prevalence of the use of force, a comparison of use of force incidents to the number of calls for service was completed. Figure 12 shows the frequency employees used force in comparison to dispatched calls for service, and the number of complaints received 2014 and 2013.



USE OF FORCE PER CALLS FOR SERVICE		
	2013	2014
Calls for Service (CFS)	260,340	246.746
Use of Force Reports	568	616
Use of Force Complaints	112	66
Use of Force Complaints per CFS	0.04%	0.03%
Use of Force Reports per CFS	0.22%	0.25%

Figure 12



#### POLICE VEHICLE PURSUITS

Pursuits are governed by Norfolk Police Department General Order OPR-710, Operation of Police Vehicles.

All pursuits must be documented. The pursuit is reviewed by the officer's immediate supervisor and forwarded to the Commanding Officer of the Division for approval.

Each month, Commanding Officers present the pursuits involving their personnel to other Commanding Officers and the Accident Review Board Chairman.

At the beginning of each calendar year, the Traffic Unit completes an analysis of the previous calendar year pursuits. The data reviewed includes the following:

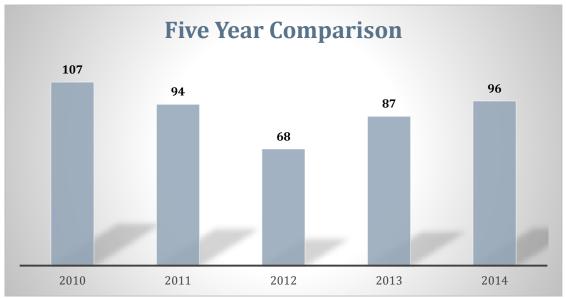
- Number of pursuits by year comparison
- Number of pursuits by Division
- Number of pursuits per month
- Number of pursuits by day of week
- Number of pursuits by time of day
- Speed during pursuits
- Miles driven during pursuits
- Offenses precipitating pursuits
- Pursuit conclusions
- Number of pursuits within policy

Additionally, the number of preventable and non-preventable police car accidents are included in this summary report.

This report is to be reviewed by the Commanding Officer of Homeland Security and then forwarded to the Assistant Chief of the Field Operations Bureau for review and approval. The Chief of Police then receives a copy of the report with a cover letter signed by the Assistant Chief of Field Operations acting in the capacity of the Chairman of the Accident Review Board.

The following tables and charts provides you a summary of police pursuits.

#### NUMBER OF PURSUITS BY YEAR - FIVE YEAR COMPARISON



**Figure 14** Based upon the graph shown above, pursuits have increased since the decline prior to 2012.

#### NUMBER OF PURSUITS BY DIVISION - 2014

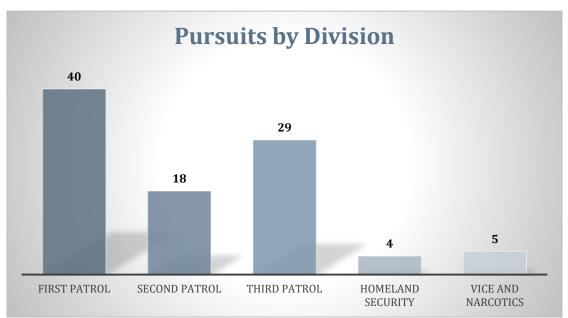
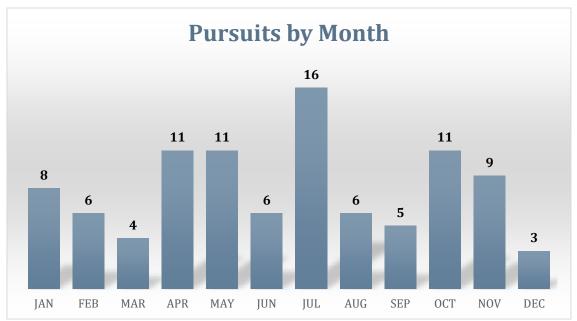


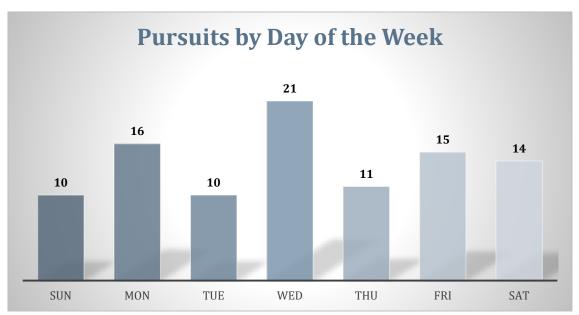
Figure 15 Officers in the First Patrol Division initiated more pursuits than the other Divisions. .

#### NUMBER OF PURSUITS BY MONTH - 2014



**Figure 16** This chart shows slight increases in the spring followed by a spike in July and then another uptick in November.

#### NUMBER OF PURSUITS BY DAY OF WEEK - 2014



**Figure 17** This graph depicts that over the last year Wednesday was the highest day of the week in which a pursuit took place.

#### NUMBER OF PURSUITS BY TIME OF DAY - 2014

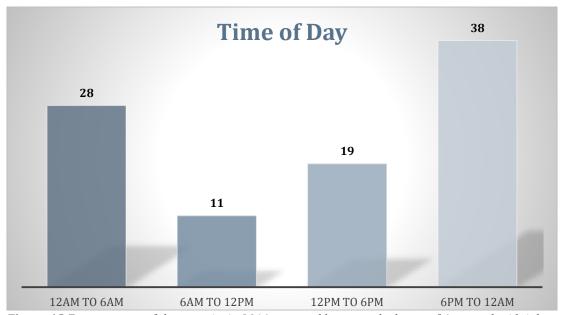
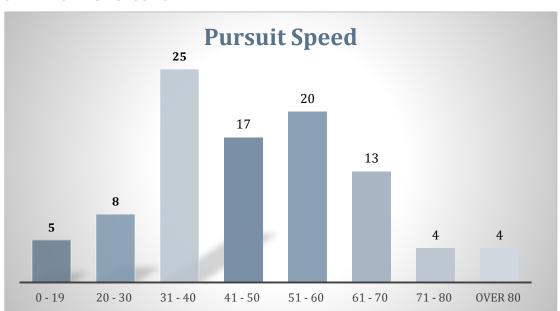


Figure 18 Forty percent of the pursuits in 2014 occurred between the hours of 6 pm and midnight.

#### SPEED DURING PURSUITS



**Figure 19** Over fifty percent of the pursuits in 2014 did not exceed 50 mph and over ninety percent of the pursuits did not exceed 80 mph.

#### MILES DRIVEN DURING PURSUIT

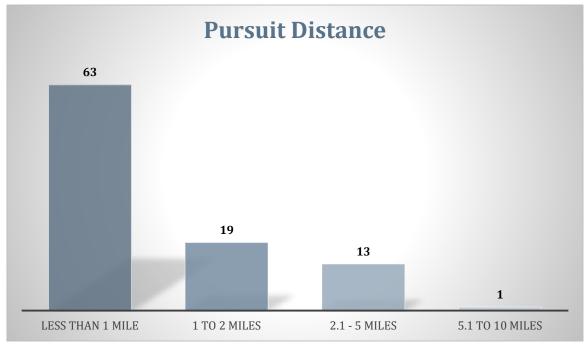


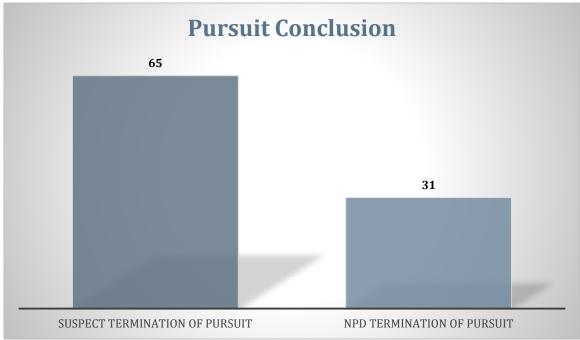
Figure 20 Eighty-six percent of pursuits in 2014 traveled less than two miles before conclusion.

#### OFFENSES PRECIPITATING PURSUIT

	Count		Count
Felony (other than stolen auto)	4	Assist Other Agency	1
Felony (Stolen Auto)	21	Shots Fired Call	1
Felony (Malicious Wounding)	1	Domestic Call	1
Felony (Homicide)	1	Narcotics	3
Misdemeanor	3	DUI	5
		Traffic Violation	55

*Figure 21* Traffic offenses accounted for more than half of the precipitating events for all police pursuits in 2014.

#### **PURSUIT CONCLUSIONS**



**Figure 22** In 2014, more than sixty percent of the pursuits ended due to the suspect's action such as voluntarily stopping or crashing the vehicle. Out of the 96 pursuits reviewed, 29 ended with the suspect vehicle involved in a crash.

#### **PURSUITS WITHIN POLICY**

The Accident Review Board conducted a monthly review of all police pursuits in 2014. All pursuits for this calendar year were found to be within policy.



#### POLICE CAR CRASHES

Norfolk Police Department personnel operate approximately 333 motor vehicles to include cars, motorcycles and trucks. The geographical area covered by officers while operating motor vehicles is approximately 54 square miles. Officers operate vehicles 24 hours a day, 7 days per week in all types of weather, traffic and, in some cases extreme emergency conditions.

Each month, the Accident Review Board reviews police car crashes. Officers may waive their appearance at the Board by writing a Letter of Responsibility for the crash. Officers with more than one crash within a two year limit must appear at the Board.

The Board is comprised of the Commanding Officers from the various Divisions within the Department as well as City Safety, City Garage, and the Office of Professional Standards.

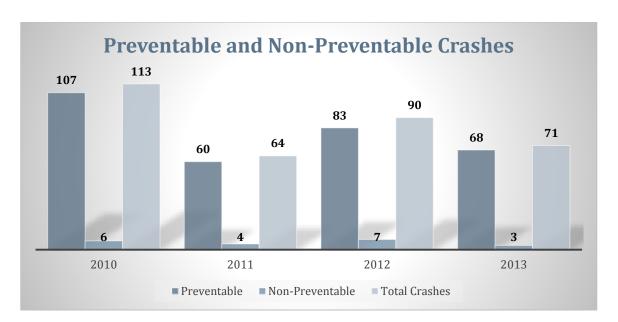
After each case is presented by the Chairman of the Accident Review Board, the officer involved is allowed to speak to the nature and/or cause of the crash.

After the pertinent information is gathered, the Commanding Officer makes a recommendation as to whether the crash was preventable or non- preventable. If the crash was deemed preventable then a recommendation for corrective action is determined. Once the recommendations are discussed and a decision is reached, the officer involved is notified in writing of the outcome by the Chairperson.

In 2014, Norfolk Police Officers were involved in 71 crashes that were presented to the Board.

Preventable	Non-Preventable	Pending
61	2	8

Figure 23 Preventable and Non- Preventable Crashes Presented to the Accident Review Board - 2014



**Figure 24** Preventable and Non-Preventable Crashes Presented to the Accident Review Board. 2014 crashes are not included in this chart because of the 8 pending cases. The majority of all crashes that are presented to the Accident Review Board are deemed preventable.



#### **EMPLOYEE INJURIES**

On-the-job injuries can vary widely from a bruise, sprain or minor cut, to broken bones, gunshot wounds, and death. Employees sustain injuries from motor vehicle collisions, assaults, physical confrontations, bicycle or boating accidents, animal bites and a variety of other reasons. Of the 168 employee injuries that occurred in 2014, 75 (approximately 44.6%) were deemed to be minor injuries, which were treatable and allowed the employee to immediately resume his or her duties. A total of 91 (approximately 54.2%) of the injuries were more severe, requiring the employee to be placed on restricted duty or loss of duty days. Two (roughly 1.1%) of all reported injuries were unclear on whether the employee was fit for duty immediately following the injury.

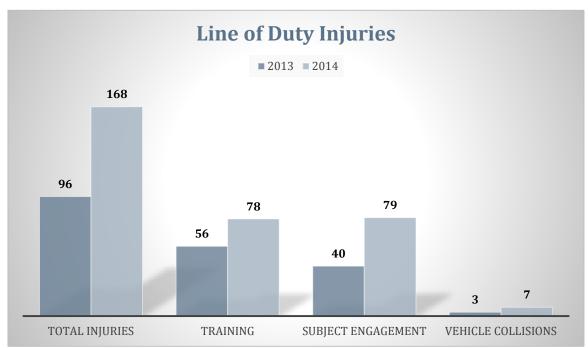
#### TRAINING INJURIES

The Norfolk Police Academy held two Recruit classes during 2013, totaling 66 new employees. Academy training includes a rigorous physical component, aimed at enhancing the recruit's physical fitness and developing the recruit's proficiency in Defensive Tactics. There were a total of 56 reported injuries during these 26 week academies, 17 of which required medical treatment. Only four of these injuries resulted in missed work and the other 13 were placed on modified duty within the recruit classroom.

In 2014, the Norfolk Police Academy held 2 academy classes that totaled 67 recruits. There were a total of 78 reported injuries. As a result, 33 required medical treatment and 45 refused medical treatment. Only three of these injuries resulted in missed work, 28 were placed on modified duty within the recruit class, and two were returned to full duty from the initial doctor office visit. It is believed that a sustained emphasis on reporting injuries accounts for the increase in the total number of injuries from 2013.

#### LINF OF DUTY INJURIES

These injuries occur when officers were actively attempting to detain or arrest a suspect. In 2014, there were 90 injuries in this category, 49 resulted in loss of workdays or restricted activity. There were two officer involved shootings that resulted in injuries (one officer killed, one severely injured, five motor vehicle collisions, one boating accident, one motorcycle collision, nine in-service training injuries, and two dog bites).



**Figure 25** Employee injuries increased by 75% this year as compared to last. Injuries increased partly due to an emphasis on reporting injuries whether they required medical treatment or not.



#### APPENDIX 1 – POLICE OFFICER'S MANUAL

Norfolk Police Department

Policing Philosophy

It is the Norfolk Police Department's philosophy to deliver public safety and law enforcement services to the citizens of Norfolk using the community oriented policing and community oriented government philosophy, that encourages citizens to not only obey the law but to also become partners in sharing the effort necessary to prevent crime. As a department, it is essential that officers assume highly visible pro-active roles within their assigned communities and develop effective relationships with community and city leadership. Members of the department, when exercising a problem solving approach to crime reduction, should collaborate with members of the community, other city departments and outside agencies when developing creative and innovative solutions to improve the quality of life for the citizens of Norfolk. Officers must provide timely and appropriate responses to crime and community concerns. Any enforcement in locations determined by crime statistics to be "hot spots" shall be accomplished while strictly honoring constitutionally guaranteed liberties and individual civil rights. All officers are expected to treat everyone fairly. Department leaders shall be held accountable for their vision, leadership and allocation of resources to effectively reduce criminal activity.

Toward this end, the Police Officer's Manual is published to provide officers with direction and guidance reflecting the City's values and mission and to ensure the proper performance and continuous improvement of police services. Officers are required to be a positive role model to the community they serve, and to treat everyone with dignity, tolerance, and understanding. For this reason, the manual contains a code of ethics, rules, procedural statements and selected information with which sworn personnel are required to familiarize themselves. It is important to understand that police work demands a high level of discretion, judgment, and integrity on the part of individual officers; therefore, the rules and procedures contained herein cannot cover every situation, and the intent of this manual is to provide general guidelines and direction reflective of our values and mission. Accordingly, the content of this manual, when coupled with good judgment, responsibility, and pride in work quality, will provide a foundation for excellence in the performance of police service.

#### ARTICLE ONE

#### RULES OF CONDUCT

- 1. OBEDIENCE TO RULES, REGULATIONS, AND ORDERS
- 1.1. It shall be the duty of all officers of the Department to thoroughly familiarize themselves with the provisions of the Police Officer's Manual, rules of the Department, and all General and Special Orders.
- 1.2. Officers shall not commit any acts or fail to perform any acts that constitute a violation of the rules, Code of Ethics, instructions, directives, or orders of the Department, whether stated in the Police Officer's Manual or elsewhere.
- 1.3. General and Special Orders and other directives will be issued in writing when necessary and shall remain in force until rescinded, superseded, or expired. All directives shall be forwarded to all commanding officers and shall be read by or to the personnel to whom directed. It shall be the personal responsibility of each officer, however, to keep informed as to the contents and meaning of all such orders and directives, and to seek guidance from the commanding officer for orders not understood.

#### 2. OBEDIENCE TO LAWS

- 2.1. Officers shall obey all laws of the United States and of any state and local jurisdiction in which they are present.
- 2.2. Any officer charged with a violation of a criminal or traffic law or ordinance, or who is detained for investigation by any law enforcement agency, shall immediately report such fact in writing to the Chief of Police via the chain of command. The required report shall include all facts relating to the alleged violation(s) and/or detention.

#### ABUSE OF POSITION

3.1. Officers shall not use their official position, official identification cards, or badges for: (1) personal or financial gain, (2) obtaining privileges not otherwise available to them except in the performance of duty, or (3) avoiding the consequences of illegal acts.



3.2. Officers shall not permit or authorize the use of their names, photographs, or official titles in connection with testimonials or advertisements of any commodity or commercial enterprise, or in any publication or communications media, if such use identifies the person as an officer or member of the Norfolk Police Department, without the approval of the Chief of Police.

#### 4. COURTESY

Officers shall at all times be courteous to the public and tactful in the performance of their duties. Officers shall exercise self-control with regard to their emotions and use the utmost patience and discretion, even when facing extreme provocation. In the performance of duty, officers shall at no time use coarse, violent, profane, or insolent language or gestures. Officers shall not express any prejudice concerning race, religion, politics, national origin, lifestyle, or similar personal characteristics.

#### 5. CONDUCT UNBECOMING AN OFFICER

Officers shall conduct themselves at all times, on and off duty, in a manner consistent with the highest standards of the law enforcement profession. Officers shall not engage in any behavior or conduct, on or off duty, which (1) impairs or tends to impair an officer's ability to effectively perform his law enforcement duties (i.e., conduct which causes a loss of respect among the community or other officers; conduct which reflects adversely on an officer's personal character and/or which overshadows the authority of his office so that the ability to exercise it is undermined), and/or (2) causes or has a tendency to cause the Department or other officers to be brought into disrepute, or which reflects adversely on the Department as a whole (i.e., conduct which may be understood by members of the community to involve or be characteristic of all officers or the entire Department).

#### 6. IMPROPER VISITS AND TRANSACTIONS

- 6.1. Officers shall not knowingly visit, enter, or frequent a house of prostitution, a gambling house, or any other establishment or premises wherein the laws of the United States, the state, or any local jurisdiction are regularly violated, except in the performance of official police duties or while acting under proper and specific orders from a superior officer.
- 6.2. At no time will business transactions be conducted between police personnel and prisoners. Officers shall not have contacts or activities with any complainant, suspect,



witness, or defendant at any time, place, or under such circumstances as to give the impression that an officer is acting outside the scope of official police duties, unless acting under proper and specific orders from a superior officer.

#### 7. GIFTS AND GRATUITIES

Officers shall neither solicit nor accept, for themselves or others, any gift, gratuity, or loan, in any form (including money, tangible or intangible personal property, food, beverages, services, or entertainment) from a person, business, concern or organization with whom or with which officers have contact or are likely to have contact, while in the performance of official duties or business. It is particularly important that any contact with the public that might reasonably be construed as evidence of favoritism, coercion, unfair advantage, or collusion be avoided.

#### 8. REWARDS

Officers shall neither solicit nor accept, for themselves or others, any fee, reward, or other compensation for services rendered in the performance of duty, other than the salary paid by the City, nor shall officers accept or solicit, for themselves or others, any fee or other compensation as a witness in any case except as provided by ordinance.

#### 9. ILLNESS OR INJURY

- 9.1. Officers unable to report for duty because of illness or injury will report the fact immediately to the commanding officer or designee prior to the commencement of the scheduled reporting time. Officers shall disclose the nature of the illness or injury and whether attended by a physician. The commanding officer or designee is to be contacted each subsequent missed workday unless the commanding officer indicates that less frequent contacts are satisfactory.
- 9.2. Officers shall not feign illness or injury, falsely report themselves ill or injured, or otherwise deceive or attempt to deceive any official of the Department as to the condition of their health.
- 9.3. Officers reporting themselves as ill or injured, and who are scheduled for a court appearance, shall abide by official procedures contained in General Order 96-006: Court Appearances and Procedures.

#### 10. USE OF ALCOHOL OR DRUGS



- 10.1. Officers shall not drink intoxicating beverages while on duty except when working undercover and/or while acting under proper and specific orders from a superior officer. Subject to the foregoing, officers shall not appear for duty, or be on duty, while under the influence of intoxicants to any degree whatsoever, or with an odor of intoxicants on their breath.
- 10.2. While off duty, officers shall not consume intoxicating beverages to such an extent as to render themselves physically unfit to answer an emergency call to duty or to reflect discredit upon the Department or their status as law enforcement officers.
- 10.3. Officers suspected or accused of drinking on duty, reporting for duty under the influence of intoxicants, or of intoxication while on duty, will submit to a preliminary breath test or other examination when ordered by a superior officer.
- 10.4. Officers shall not possess or use any controlled substances, narcotics, or hallucinogens, except when legally prescribed for medical treatment by a properly licensed physician or dentist. Officers using medications, whether prescribed or not, which may reasonably affect the officer's performance of duty, shall report such use in writing to their immediate supervisor upon reporting for duty.
- 10.5. No officer shall store, have in his possession, or bring into any police facility or vehicle alcoholic beverages, controlled substances, narcotics, or hallucinogens, except that which is seized as contraband and/or evidence, and which is maintained according to official departmental policies.

#### 11. USE OF TOBACCO

- 11.1. Officers hired or rehired on or after January 1, 1997 are prohibited from using tobacco products at any time, whether on or off duty, in accordance with the agreement upon which their employment is predicated.
- 11.2. Officers employed prior to January 1, 1997 are prohibited from using tobacco products at any time while on duty.

#### 12. POLITICAL ACTIVITIES

Officers are permitted to engage in political activities allowed by Virginia Code Section 15.2-1512.2, as amended, but are prohibited from engaging in such activities as are forbidden by that statute, summarized as follows:



Under Virginia Code Section 15.2-1512.2, officers are permitted to vote; register to vote; solicit votes or endorsements on behalf of a political candidate or campaign; express opinions, privately or publicly, on political subjects and candidates; display a political picture, sign, sticker, badge or button; participate in the activities of, or contribute financially to, a political party, candidate, or campaign, or an organization that supports a political candidate or campaign; attend or participate in a political convention, caucus, rally, or other political gathering; initiate, circulate or sign a political petition; engage in fundraising activities for any political party, candidate, or campaign; act as a recorder, watcher, challenger, or similar officer at the polls on behalf of a political party, candidate, or campaign; and become a political candidate.

#### Officers are prohibited from:

- (a) Participating in any political activities on duty OR in uniform, OR on City "premises";
- (b) Using their official authority to coerce, or attempt to coerce, any subordinate to pay, lend, or contribute anything of value to a political party, campaign, or candidate;
- (c) Discriminating against any employee or applicant for employment because of their political affiliations or activities;
- (d) Suggesting or implying that the City has officially endorsed a political party, candidate, or campaign.

The foregoing is not all-inclusive and the statute should be consulted in the event of uncertainty as to whether an activity is permitted.

### 13. PAYMENT OF DEBTS 13.1. Financial responsibility.

An isolated instance of financial irresponsibility will not be grounds for discipline except in unusually severe cases. However, repeated instances of financial difficulty may be cause for disciplinary action. Filing a voluntary bankruptcy petition shall not, in and of itself, be cause for discipline. Financial difficulties stemming from unforeseen medical expenses or a personal disaster will not be cause for discipline, provided that a good faith effort to settle all accounts is undertaken.



13.2. Upon the order of the Chief of Police or designee, officers shall submit financial disclosure statements, other financial records, and other writings and tangible things in connection with an investigation in which such information is material.

#### 14. NON-BIASED BASED POLICING

- 14.1 All investigative detentions, traffic stops, arrests, searches, seizures of property, and other enforcement actions by officers will be based on a standard of reasonable suspicion or probable cause, as required by the 4th Amendment to the U. S. Constitution and relevant legal authorities. Officers, except as provided below, must be able to articulate specific facts and circumstances that support probable cause or reasonable suspicion for an arrest, traffic stop, investigation, detention or search. Safety checks, administrative searches, and other enforcement actions not required by law to be based on reasonable suspicion or probable cause are excluded from this paragraph.
- 14.2 No individual will be targeted for enforcement actions, detention, field contacts, search, asset seizure, or interdiction solely on the basis of race, ethnicity, religion, national origin, or gender.
- 14.3 Officers shall not consider race, ethnicity, religion, national origin, or gender in establishing probable cause or reasonable suspicion, but may take into account a reported descriptor such as race, ethnicity, religion, national origin, or gender of a specific suspect or suspects based on credible, reliable and relevant information that links a person or persons of a specific group to a particular criminal incident. Race, ethnicity, religion, national origin, or gender can never be the sole factor in establishing probable cause or reasonable suspicion, but may, in the restricted circumstances noted above, be one factor in the totality of circumstances.



#### **ARTICLE TWO**

#### RULES OF DUTY

#### 1. PREVENTION OF CRIME

- 1.1. It shall be the duty of every officer to prevent crime, enforce all laws and ordinances, arrest criminals, protect life and property, and preserve the peace. All officers shall maintain constant vigilance to accomplish these goals.
- 1.2. The delegation of the enforcement of certain laws and ordinances to particular officers and divisions of the Department does not relieve officers of other divisions from taking proper police action in connection with violations of such laws and ordinances observed by them or coming to their attention.

#### 2. SENIORITY

- 2.1. When two or more officers of the Department are on duty together, the officer with the highest rank shall be in command, unless otherwise designated by a superior officer or as directed by official departmental order or policy.
- 2.2. When two or more officers of the same rank are on duty together, the officer with senior time in grade shall be in command unless otherwise designated by a superior officer or as directed by official departmental order or policy.

#### 3. ACTING RANK

3.1. Officers temporarily assigned to perform the duties of a higher rank shall abide by all orders and rules affecting that rank.

#### 4. ISSUANCE OF ORDERS

- 4.1. Orders from superiors to subordinates will be in clear, understandable language and will be issued in pursuit of departmental business.
- 4.2. No command or supervisory personnel will knowingly issue an order that is in violation of any law, ordinance, or departmental rule.

#### 5. CONFLICTING OR ILLEGAL ORDERS



- 5.1. Officers who are given an otherwise proper order which is in conflict with a previous order, rule or directive, shall respectfully and privately inform the superior officer issuing the order of the conflict. If the superior officer issuing the order does not alter or retract the conflicting order, the order shall be obeyed. Under such circumstances, the responsibility for the conflict shall be upon the superior officer. Officers shall obey the conflicting order and shall not be held responsible for disobedience of the order, rule, or directive previously issued.
- 5.2. Officers shall not obey any order that they know or should know would require them to commit an illegal act. If in doubt as to the legality of an order, officers shall request that the issuing officer either clarify the order or confer with higher authority.

#### 6. REPRIMANDS IN PUBLIC

Supervisors will not reprimand subordinates, either verbally or in writing, in the presence of other employees or the public. However, if an officer is observed to be improperly performing his duties, and the circumstances are exceptional and require immediate action, a supervisor shall have the right and duty to take prompt corrective measures, which may, if appropriate, include a reprimand.

#### 7. REPORTING FOR DUTY

- 7.1. Officers shall report for duty at the time and place required by assignment or orders and shall be physically and mentally fit to perform their duties. They shall be properly equipped and cognizant of information required for the proper performance of their duties so they may immediately assume those duties. Judicial subpoenas or verbal notice from the bench shall constitute an order to report for duty under this section. No employees shall be absent from duty without consent of competent authority.
- 7.2. Officers shall report to a supervisory officer prior to the commencement of their tour of duty and at the conclusion of their tour of duty, unless directed otherwise by proper authority.

#### 8. DUTY IN TIME OF PERIL

Officers shall not exhibit cowardice or shirk their duty in time of peril. Officers shall act together to assist and protect each other in the restoration of peace and order.

#### 9. NEGLECT OF DUTY



While on duty, officers shall devote their entire time and effort to the performance of official or assigned police duties.

#### 10. INSUBORDINATION OR DISRESPECT

Officers shall promptly obey any lawful orders of a superior officer. This obligation includes orders relayed from a superior officer by an officer of the same or lesser rank. Officers shall promptly carry out lawful orders from a superior officer in a straightforward, respectful, and efficient manner.

#### 11. SLEEPING ON DUTY

Officers shall remain awake at all times while on duty. If unable to do so, they shall report to their superior officer, who shall determine the proper course of action.

#### 12. LOITERING, LEAVING DUTY POST

While on duty, officers shall not loiter in offices or other places of assignment, nor leave their assigned offices, posts, or districts except to perform police duties or when excused or authorized by proper authority.

#### 13. UNSATISFACTORY PERFORMANCE OR CONTINUING VIOLATIONS

Officers shall maintain sufficient competency to properly perform their duties and discharge the responsibilities of their positions. Officers shall perform their duties in a manner that will maintain the highest standards of efficiency in carrying out the functions and objectives of the Department. Unsatisfactory performance may be demonstrated by a lack of knowledge of the application of laws required to be enforced; an unwillingness or inability to perform assigned duties; the failure to conform to work standards established for the officer's rank, grade, or position; the failure to take appropriate action on the occasion of a crime, disorder, or other condition requiring police attention; or absence without leave. In addition to other indications of unsatisfactory performance, poor evaluations or written records of continuing infractions of rules, directives, or orders of the Department will be considered prima facie evidence of unsatisfactory performance.

#### 14. UNIFORMS AND PERSONAL APPEARANCE

Officers shall comply with the policies and rules set out in General Order 76-025: Dress and Personal Appearance Code. Officers suspended from duty shall not wear the police uniform,



or represent themselves as police officers in good standing, or exercise any of the powers or functions of police officers.

#### 15. CARRY AND USE OF FIREARMS

Officers shall carry, handle, and use firearms in accordance with policies specified in departmental General Order 90-004: Firearms, and other official departmental orders or policies.

#### 16. IDENTIFICATION

16.1. Officers shall wear or carry their badges and identification cards issued by the Department on their persons at all times, except when impractical or when working undercover. Officers shall furnish their name, badge number, or control number in a respectful manner to any person requesting that information when they are on duty or while holding themselves out as having an official capacity, except when working undercover.

16.2. Officers shall not use any badge or device other than those issued or approved by the Department. Officers shall not alter, reproduce, exchange, transfer, or lend their official badges or identification cards except by order of proper authority. Official badges that are lost, broken, bent, worn smooth, or otherwise changed in form, must be reported to the Property and Evidence Unit via the chain of command.

#### 17. USE OF DEPARTMENTAL EQUIPMENT

Officers shall utilize departmental equipment only for official police purposes, and shall not misuse, abuse, damage or lose any departmental equipment. Officers entrusted with the custody of departmental equipment shall maintain it in proper operating condition and shall take precautions against its loss, theft, or damage. Officers shall be personally responsible for such equipment in their possession, whether on or off duty. Particular care and reasonable caution should be used in the storage of police equipment.

# 18. RADIOS, TELEVISION SETS, OR ELECTRONIC DEVICES OF ANY TYPE IN POLICE UNITS

While on duty, officers shall not have in their possession radios, television sets, or any electronic devices of any type that are not issued or approved by the Department. These



items may not be carried in any police units or be used in any manner while on duty unless approved by the Chief of Police.

#### 19. DISSEMINATION OF INFORMATION

Officers shall treat the official business of the Department as confidential. Information regarding departmental business shall be disseminated only in accordance with official departmental procedures. Officers may remove or copy departmental records or reports from a police installation only in accordance with official departmental procedures. Officers shall not divulge the identity of persons giving confidential information except to their superiors and as authorized by proper authority.

#### 20. CORRESPONDENCE AND COMMUNICATIONS

- 20.1. All telegrams, letters, post cards, circulars, and electronic correspondence, etc., sent to other police authorities and individuals regarding police business must be under the signature of the Chief of Police and with his consent, unless otherwise directed by the Chief of Police.
- 20.2. All matters coming to the attention of the Chief of Police or other members of the Department from other police authorities requiring investigation or replies shall be disseminated by the Chief of Police or designee. Officers receiving such assignments shall report the results of the investigation, the actions taken and to be taken, to the Chief of Police or designee.
- 20.3. The use of departmental stationery or forms (including electronic versions) for non-police business or purposes is prohibited. Officers shall not represent themselves as acting or speaking in their official capacity as police officers on any non-police communications or writings without specific prior approval of the Chief of Police.
- 20.4. The Chief of Police is the departmental Information Officer. Information relative to any matter pertaining to the Department or its operations shall only be released by the Chief of Police or designee.

#### 21. ENDORSEMENTS AND REFERRALS

Except in the transaction of solely personal business, officers shall not recommend or suggest, directly or indirectly, the employment or procurement of a particular product, professional service, or commercial service (such as an attorney, ambulance service, towing



service, bondsman, mortician, etc.). In the case of ambulance or towing service, when such service is necessary and the person needing assistance is unable or unwilling to procure it or request assistance, officers shall act in accordance with official departmental procedures.

#### 22. MEMORANDUM BOOK

- 22.1. Unless directed otherwise, all on-duty line officers shall have with them a memorandum book, in which they shall keep a record of persons arrested, cases handled, and all other matters that may be of importance, noting particularly the names of complainants, witnesses, etc. Official reports required by departmental rules, directives, or orders shall be made as soon as possible after the notes have been written in the memorandum book.
- 22.2. Memorandum books shall be subject to inspection by officers' superiors when deemed necessary.
- 23. ARREST, SEARCH AND SEIZURE; RELEASE OF PRISONERS
- 23.1. Officers shall not make any arrest or conduct any search or seizure that they know or should know is not in accordance with law and official departmental procedures.
- 23.2. A person under arrest shall not be released except as provided by law.

#### 24. SEARCHING OF PRISONERS

When an officer makes an arrest, the officer will search or ensure that the prisoner is searched sufficiently and that the prisoner has no weapons, contraband, or evidence concealed on or about the person. As an added precaution, officers dispatched to pick up and transport prisoners shall also conduct a search for weapons, contraband, or evidence.

#### 25. PROCESSING PROPERTY AND EVIDENCE

Property or evidence which has been discovered, gathered, or received in connection with departmental responsibilities will be processed in accordance with official departmental procedures. Officers shall not convert to their own use, manufacture, conceal, falsify, destroy, remove, tamper with, or withhold any property or evidence in connection with an investigation or other police action.

#### 26. SERVING OF SUMMONSES AND SUBPOENAS



Officers receiving summonses or subpoenas for service shall serve them promptly in order to provide ample time for the recipient to appear in court. Summonses and subpoenas shall be served, when practical, in the daytime or at a reasonable hour at night. All summonses and subpoenas shall be returned showing the date of service and the names of the officers serving them.

#### 27. CIVIL CASES

- 27.1. Officers shall not render any assistance to either party in any civil action or dispute, except to prevent a breach of the peace or to suppress a disturbance actually taking place, or in accordance with official written departmental procedures. However, officers may, when requested, refer such parties to the proper authorities for assistance.
- 27.2. This rule does not apply to officers who may receive a subpoena to appear as a witness in a civil action, or who may be authorized by the Chief of Police to be interviewed.
- 27.3. If a civil suit is filed against an officer for any act performed in the line of duty, the officer shall immediately notify his or her commanding officer. The commanding officer shall then forward a report to the Chief of Police which will include a copy of the legal papers and all facts pertaining to the action in question.

#### 28. CHANGES IN RESIDENCE OR TELEPHONE NUMBER

Officers are required to provide contact information to the Department, to include home addresses and personal telephone number of record, and to report any change in this information to their command via their immediate supervisor, and to such other persons as may be appropriate, within twenty-four hours of such change.

#### 29. DEPARTMENTAL REPORTS

Officers shall submit all reports required by departmental rules, regulations, or orders, on time and in accordance with official departmental procedures. Reports submitted by officers shall be truthful and complete, and officers shall not knowingly include or cause to be included any inaccurate, false, or improper information. All reports must be made on the proper forms provided, shall include the officer's name and division or unit of assignment, and shall be approved by the commanding officer or designee before being forwarded to the Chief of Police.



#### 30. CITIZEN COMPLAINTS AND REQUESTS FOR ASSISTANCE

- 30.1. Officers shall courteously and promptly record in writing any complaint made by a citizen against any officer or the Department. Officers may attempt to resolve the complaint, but shall never attempt to dissuade any citizen from lodging a complaint against an officer or the Department. All complaints of misconduct or improper or negligent performance shall be forwarded to the proper superior or unit for investigation.
- 30.2. When an officer receives a request for assistance or advice by telephone or in person, the officer will obtain and convey all pertinent information in a courteous manner and will properly and judiciously act upon it in a manner consistent with official departmental procedures.

#### 31. FALSE STATEMENTS, PERJURY, SIGNING OF FALSE STATEMENTS OR REPORTS

- 31.1. Officers shall not make any verbal or written misrepresentation or false statement in any court or administrative proceeding, including but not limited to any trial, deposition, Grand Jury proceeding, or proceeding before any board, commission, panel, or to any official, superior officer or fellow officer, or during any departmental investigation or hearing.
- 31.2. Upon the order of any superior officer, officers shall truthfully answer all questions related to their employment or the operations of the Department that may be asked of them.
- 31.3. Upon the order of the Chief of Police or designee, officers shall submit records, notes, correspondence, and other writings and tangible things in connection with an investigation in which such information is material.

#### 32. POLYGRAPH, MEDICAL EXAMINATIONS, PHOTOGRAPHS AND LINEUPS

- 32.1. Upon the order of the Chief of Police or designee, officers shall submit to polygraph examinations related to a particular internal investigation being conducted by the Department.
- 32.2. Refusal to submit to a polygraph examination when ordered to do so, or failure to cooperate fully in the administration of such an examination, shall be grounds for disciplinary action, which includes possible dismissal from the Department.



32.3. Upon the order of the Chief of Police or designee, officers shall submit to any medical, psychological, ballistics, chemical, or other tests, photographs, or lineups. All procedures carried out under this subsection which are being conducted by the Department shall be related to an officer's employment or official position.

#### APPENDIX 2 – ORGANIZATIONAL STRUCTURE

